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Assistance to Somalia (2005-2006)
Note by the Administrator

Elements of a decision

The Executive Board may wish to:

a) take note of the current situation in Somalia and its implications for the need for and delivery of humanitarian and development assistance to the Somali people;

b) endorse the strategic approach of the UNDP country office to promoting peace and security by concentrating on the following three areas:
   (i) security and the rule of law;
   (ii) poverty reduction; and
   (iii) governance, public administration and civil society.

c) encourage UNDP to continue to mobilize resources and develop strategic partnerships, including through the Consolidated Appeals Process, direct donor support and in the framework of the United Nations Department of Political Affairs Trust Fund for Peace-Building in Somalia; and

d) authorize the Administrator to continue to approve projects consistent with the strategic approach on a case-by-case basis.

Contents

	Paragraphs	Page
Introduction	1-2	2
I. The development situation from a sustainable human development perspective	3-8	2
II. Results and lessons learned from past assistance	9-11	3
III. Objectives, programme areas and expected results	12-26	4
A. Security and the rule of law	14-16	4
B. Poverty reduction	17-21	5
C. Governance	22-24	6
D. Cross-cutting themes	25-26	6
IV. Management arrangements	27-33	7
Annex: Results and resources framework		9

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Introduction

1. In its decision 2002/28, the Executive Board took note of the report on assistance to Somalia (DP/2002/29) and authorized the Administrator to continue to approve projects in Somalia on a case-by-case basis. In accordance with that decision, the present note outlines the proposed UNDP programme for Somalia for 2005-2006. The Note has been formulated against the background of the continuing absence of a central governing authority for Somalia, an operating environment characterized by intermittent armed conflict and insecurity, and the strategic imperative of preparing for the possible emergence of a new national federal government.

2. The consultative process underpinning both the preparation of the Note and the implementation of programme activities, features continuous dialogue and collaboration with Somali partners and beneficiaries. These include regional and local authorities where they exist, civil society organizations (CSOs), women's groups, and the private sector. Other United Nations partner organizations and international non-governmental organizations (NGOs) are also an important element of this process.

I. The development situation from a sustainable human development perspective

3. Development in many parts of Somalia, particularly the centre and the south, continues to be hostage to internecine fighting and widespread insecurity. A pattern persists of localized crises and internal displacement. These intermittent crises together with the prevailing insecurity make for an environment which impedes development, and in which women, children, the elderly and marginalized groups are particularly vulnerable. Major long-term development challenges such as the threat of HIV/AIDS, education at all levels, and halting the destruction of the environment, are particularly difficult to address in such conditions.

4. The political and security map is characterized by the proliferation of competing administrations, factions and militias across the country. The Transitional National Government established in Mogadishu in 2000 was never able to establish any authority beyond or even in the capital. Separate administrations have continued to assert their own localized authority, exemplified by the governing administrations of the self-declared state of Somaliland in the northwest and the self-declared autonomous region of Puntland in the northeast. Other regional and local authorities, however, have been unable to prevent continued fighting or other manifestations of lawlessness in and among the areas they seek to control.

5. The principal driving forces of economic development are the private sector, CSOs, emerging women's groups, and regional and local authorities such as those in Somaliland and Puntland. Nevertheless, the economy and significant numbers of the population are vulnerable to recurring problems such as the failure of rains, flooding in the riverine areas of the south, disruption of everyday economic activities and forced displacement. The large-scale return of refugees to the northwest – and to a lesser extent the northeast – is placing great pressure on local authorities and existing communities.

6. Efforts since early 2002 to bring an end to the political crisis in Somalia have focused on the Somali National Reconciliation Conference hosted by Kenya under the auspices of the regional Inter-Governmental Authority for Development, and supported by the international community, including the United Nations. By mid-August 2004, after a protracted and difficult negotiation process, it seemed increasingly likely that a clan-based 275-member parliament would soon be in place. The parliament will in turn elect a speaker and a president, leading to the formation of a five-year Transitional Federal Government. A new government thus constituted will inevitably face formidable challenges to establish effective legitimacy and authority across Somalia.

7. In the circumstances outlined, the collection and assessment of development data remains problematic. Nevertheless, data availability has been improving, and confirms the abysmal development indicators for Somalia. The 2001 National Human Development Report (NHDR) for Somalia indicated a human development index rating of 0.284, placing Somalia among the five least developed countries in the world. The findings of the joint UNDP-World Bank *Somalia Socio-Economic Survey 2002* confirm that the NHDR assessment remains broadly accurate.

8. The challenge of meeting the Millennium Development Goals (MDGs) is thus daunting, but not unattainable. Dramatic improvements in governance and the economy, as well as in the social sectors, will be critical. If the new Transitional Federal Government and system is able to take root and flourish, if the private sector is encouraged to build upon its energy and imagination, and if the Somali people themselves are provided with hope for a better future, then progress will be achieved.

II. Results and lessons learned from past assistance

9. Major achievements of the programme between 2002 and 2004 across its three thematic areas, namely, security and the rule of law; governance; and poverty reduction, have included:

(a) Under the *Rule of Law and Security Programme*, policemen and women recruited and trained, a legal clinic established in the University of Hargeisa. Militia in Mogadishu were demobilized and reintegrated, and in Somaliland an association for the control of firearms was established.

(b) Under the *Governance Programme*, capacity-building of key ministries in regional administrations and selected municipalities; the consolidation and strengthening of the Somali remittance system. including through the formation of the Somali Financial Services Association; and the cadastral surveying of farms, establishing their ownership and title.

(c) Under the *Poverty Reduction Programme*, the revival of the Somali livestock export industry through the development of monitoring and certification systems; reconstruction of a statistical base and capacity within regional administrations; the provision of basic services to vulnerable populations, including returned refugees and internally displaced persons in the northwest and the northeast, through a multi-agency project involving other United Nations organizations as well as local and international NGOs.

10. The concentration of activities under the umbrella of these three programme areas has enabled UNDP Somalia to develop and maintain the more focussed approach that was adopted in 2002. Experience has also shown the

importance of a physical presence inside Somalia, the use of Somali personnel to the maximum extent possible, and of building on initiatives and momentum created by the Somalis themselves. The emergence in some areas of strong and active community-based organizations, particularly among women, is both a positive sign for the future and a critical entry point for UNDP.

11. UNDP activities have contributed to raising the level of professionalism among the judiciary, the police, and the custodial corps, and have fostered a greater awareness of and respect for human rights issues. The incorporation of trained female police officers in the police force facilitates access to justice for women and children. A particular example how UNDP interventions support peace dynamics relates to farm registration in the Gabiley region, which has directly contributed to a decrease in land disputes and has enabled the municipality concerned to assess and programme annual income through related tax payments.

III. Objectives, programme areas and expected results

12. For the 2005-2006 period, the UNDP Somalia country office will continue to build on the achievements of the preceding two-year period. UNDP Somalia is well-positioned to support the Transitional Federal Government and the communities of Somalia in restoring peace and stability. The imperative of having to operate across a broad range of developmental, transitional, and crisis contexts in Somalia means in effect that UNDP can select the most appropriate approach for a particular situation, whether that be straightforward development or operating in a crisis environment.

13. In so doing it will draw on the experience and momentum generated to date and will continue to pursue the overall strategic objective of contributing to peace-building through tangible development efforts taking into account the ongoing and potential contributions of women in peace-building, reconstruction and recovery. The programme will continue to work across the three interlinked thematic areas set out in 2002, namely: (a) security and the rule of law; (b) governance; and (c) poverty reduction. Programming will take a rights-based approach in all areas and will focus on a limited number of overall strategic outcomes. The country office is ready to adapt the programme as necessary to any major changes in the political situation in Somalia, such as the possible emergence of a new national federal government.

A. Security and the rule of law

14. The objective is to continue working to restore the rule of law and to increase security in the country. The focus will be on two intended outcomes:

Strengthening the civilian police force, the custodial corps and the judiciary

15. UNDP Somalia will build and expand on its ongoing work in Puntland and Somaliland as well as undertaking new initiatives in south-central Somalia to improve the capacities of judicial authorities and promote and assist in the training of police in best practices and human rights. UNDP will encourage the establishment of regional and national human rights institutions and will support measures to improve public understanding of human rights and access to justice

for the poor and marginalized. UNDP will also provide material assistance for rehabilitation and construction.

Sustainable demobilization, disarmament and reintegration of combatants and militia, supported by small-arms control measures

16. UNDP Somalia will lead the coordination and implementation of existing multi-agency demobilization, disarmament and reintegration activities. These provide for building the capacities of national and local authorities, and for the registration of militia in preparation for demobilization. An already existing psycho-social component will be further developed to support demobilization needs. In partnership with regional arms control task forces, UNDP will accelerate its efforts in small-arms control.

B. Poverty reduction

17. With one in five Somalis living below the poverty line, the need to reduce poverty in the country is imperative. UNDP tackles poverty through measures at both the institutional and grass-roots levels, simultaneously improving knowledge about poverty in Somalia and addressing it. To assist the poor directly, UNDP will support the implementation of local economic development projects and continue with a mine action programme that prioritizes improving land access for the poor. Four overall outcomes will be aimed for:

(a) *Enhancement of national capacity for data collection and analysis for poverty mapping and MDG reporting*

18. Drawing on its partnership with the World Bank in the Somalia Watching Brief, UNDP will continue to work towards the development of anti-poverty strategies, formed with the involvement of Somali stakeholders. As part of this effort, UNDP will seek to increase both the availability of data and the collaboration between Somali and international organizations to improve the analysis of and response to poverty. UNDP will thus build the capacity of local authorities for the longer term. An MDG report and a new NHDR will promote further debate on poverty reduction strategies.

(b) *Sustainable recovery and reintegration of returning refugees, internally displaced persons and other conflict-affected or marginalized populations.*

19. UNDP will continue to work with Office of the United Nations High Commissioner for Refugees, other United Nations organizations and NGOs in a multi-agency project to improve the provision of basic services (water, sanitation, health and education) for returnees, internally displaced persons and other marginalized groups. It will use training activities and workshops to strengthen relevant local authorities in sustaining and promoting the recovery process through multi-sector and sector-specific programmes.

(c) *An increase in sustainable livelihood opportunities through policy change, advocacy and capacity building initiatives.*

20. Work in this area will focus on supporting the protection and growth of economic sectors that are vital as sources of income, in particular remittances, livestock and agriculture, with increasing attention to environmental degradation which threatens longer-term development. With the ILO, UNDP will promote new livelihood opportunities by supporting the formulation of several local economic development projects and providing microfinance for women and farmers.

(d) *Increased national capacity for mine action targeted at improving access to land and livelihood resources for the poor.*

21. Recent impact surveys confirm that landmines and unexploded ordnance continue to cause injury and loss of life and restrict land access for large numbers of the population, especially the rural poor. UNDP will therefore continue to coordinate a portfolio of mine action projects, in partnership with the United Nations Office for Project Services (UNOPS), regional Somali mine action centres, and police and local authorities.

C. Governance

22. The absence of a national government for more than 13 years and the partial emergence of new regional and local administrations and authorities underline the critical need for continuing assistance in governance and public administration. UNDP Somalia will therefore continue with its governance capacity-building programme to strengthen public administration at all levels and foster the involvement of CSOs and communities in governance and development. UNDP will focus on two intended outcomes:

(a) *Enhancement of the legal and institutional environment at the local level to include participation of women and marginalized groups; improved accountability and transparency*

23. In cooperation with the relevant Somali authorities and institutions, UNDP will work to improve the capabilities of key national and regional ministries and the management of select municipalities. This will be achieved through a range of activities, including in-country training and study tours, assistance for restructuring, and specialist technical assistance in fields such as economic planning and financial management. The United Nations Human Settlements Programme (UN-HABITAT) is and will continue to be a crucial implementing partner.

(b) *Involvement of local authorities, CSOs and communities in the planning and management of development activities*

24. Local authorities, CSOs and community groups play an increasingly important role in Somalia, especially in the long absence of national or central institutions. UNDP will therefore continue its assistance to selected CSOs, with a special emphasis on women's groups and on ICT support where appropriate. In cooperation with UN-HABITAT, UNDP will promote mechanisms for increased public participation in local development activities. Support will continue for rural cadastral surveying, led by a Somali NGO, and training in land management will be provided to relevant authorities.

D. Cross-cutting themes

25. Working closely with other United Nations organizations and NGOs, UNDP will intensify its efforts to mainstream the fight against HIV/AIDS in its programming and implementation. Gender issues will likewise continue to be incorporated into all aspects of the UNDP programme. Particular focus will be brought to bear on gender mainstreaming through the Rule of Law and Security programme, where UNDP will support measures to increase the number of women studying law and women's overall representation in the judiciary.

26. Security remains an unavoidable cross-cutting issue. During 2003-2004 the overall security situation in Somalia deteriorated, with a series of fatal attacks by an extremist group or groups clearly targeted against foreigners. Under the guidance of the United Nations Security Coordinator and the Security Management Team, chaired by the UNDP Resident Representative as designated official for security, UNDP and all other United Nations organizations must work within more stringent operating security standards than previously. This is likely to continue.

IV. Management arrangements

27. The country office will continue to seek to maximize Somali participation in and ownership of the programme, including through the National Federal Government now being formed. Other partners will include regional and municipal administrations, local authorities and civil society, including Somali elders, and NGOs. UNDP has developed many such partnerships and will seek to broaden them further in the next two years. The incorporation of Somali partners and stakeholders into the formulation, implementation, monitoring and evaluation of projects will thus continue.

28. Since 2002 the country office has consolidated and expanded its range of non-Somali partners. UNDP Somalia is now working with all the other United Nations organizations in Somalia on multi-agency projects for the provision of basic services, the promotion of local economic development initiatives, and in the field of the rule of law and security. Through the Low Income Countries under Stress (LICUS) initiative, UNDP has increased its cooperation with the World Bank and UNICEF, while in its work in the livestock sector in Somalia UNDP is cooperating closely with the Food and Agricultural Organization (FAO) and the World Health Organization (WHO). UNDP has also been drawing on the assistance of the United Nations Development Fund for Women. Other established partners include international NGOs such as Diakonia of Sweden and the German development agency GTZ. The country office will look to build on these partnerships, as well as pursuing new ones such as with UNOPS, over the next two years.

29. Operating in Somalia remains a challenge for management and staff. New corporate software systems such as Atlas will facilitate the work, as will the direct execution modality which has already been adopted by UNDP Somalia (located in Nairobi, Kenya), which must manage a dispersed group of in-country sub-offices, each in a different political and security environment. The country office will continue to draw on assistance from the Bureau for Conflict Prevention and Recovery (BCPR) and the Regional Bureau of Arab States, as well as the support of the sub-regional resource facility (SURF) for the Arab States in identifying experts.

30. Where security has permitted, the country office has sought to strengthen its sub-offices inside Somalia. As of mid-2004, the sub-office in Baidoa remained closed, while those in Garowe, Hargeisa and Mogadishu were managing most of the implementation and immediate monitoring and evaluation of project work. UNDP aims to re-establish a sub-office in Beledweyne, covering the Hiran region, and an office in Jowhar for Middle Shebelle, as soon as security permits.

31. As of 2004, the funding requirements of UNDP's programme in Somalia were almost five times the available core funds. Donors remained cautious about

increasing funding for both humanitarian and development activities. This caution is likely to persist until there is seen to be a stable resolution of the political crisis. Nonetheless, the country office has managed to maintain and even increase the support of its principal donors, as well as attract funding from new sources such as the Zayed foundation, based in the United Arab Emirates. Significant funding and other support is also received through UNDP/BCPR, as well as from UNDP thematic trust funds.

32. UNDP continues to play a central role in coordinating the operations of United Nations organizations in Somalia. As the Humanitarian and Resident Coordinator, the UNDP Resident Representative is responsible for overall coordination. An Office of the Resident Coordinator has been established, and the Office for the Coordination of Humanitarian Affairs (OCHA), with a network of field officers, now performs the functions previously carried out by the United Nations Coordination Unit. The Somalia Aid Coordination Body remains the principal body for coordination between the United Nations, international and Somali NGOs, donors and other members of the international community.

33. In 2003 coordination arrangements for the United Nations Country Team (UNCT) were refined. The UNCT now oversees theme groups for five agreed strategic operational areas (basic services, education, HIV/AIDS, human rights and humanitarian response), each of which has a designated coordinating agency. The UNCT has extended the Joint Action and Recovery Plan – the common strategic framework for United Nations assistance to Somalia – to cover 2004 and is tentatively exploring the possibility of initiating a Common Country Assessment/United Nations Development Assistance Framework process. These improved coordination arrangements have also benefited the Consolidate Appeals Process, which covers development as well as humanitarian activities.

Annex

Results and resources framework

National priority or goal (Millennium Development Goal and/or other international conference commitment): Achieving the MDGs and reducing human poverty Intended UNDAF outcome: Not applicable (no UNDAF in Somalia)					
Programme component	**Country programme outcomes, including outcome indicators, baselines and targets**	**Country programme outputs**	**Output indicators, baselines and targets**	**Role of partners**	**Indicative resources by goal (in dollars)**
MDG country reporting and poverty monitoring	National capacity for data collection and analysis for poverty mapping and MDG reporting enhanced	Macro and socio-economic statistics for poverty mapping and MDG reporting in place			Regular resources: 407,000 Other resources: 560,000 (World Bank)
Local poverty initiatives, including microfinance	Sustainable livelihood opportunities increased through policy change, advocacy and capacity-building initiatives	Certification mechanisms in place for the Somali livestock sector, private sector supported through vocational training and promotion of business opportunities, and improved flood prevention and irrigation infrastructures			Regular resources: 750,000 Other resources:
Private sector development	Increased income and employment opportunities through private sector development and the improved capacity of Somali financial institutions and central banks	Appropriate legal and regulatory framework developed for the Somali remittance sector			Regular resources: 194,000 Other resources:

National priority or goal (Millennium Development Goal and/or other international conference commitment): **Fostering democratic governance** Intended UNDAF outcome: Not applicable (no UNDAF in Somalia)					
Programme component	**Country programme outcomes, including outcome indicators, baselines and targets**	**Country programme outputs**	**Output indicators, baselines and targets**	**Role of partners**	**Indicative resources by goal (in dollars)**
Policy support for democratic governance	Principles of good governance increasingly incorporated into national and regional governance programmes and institutions, including improved relations with civil society	Management systems and plans developed for more efficient and accountable governance			Regular resources: 880,000 Other resources: 80,000 (thematic trust fund for democratic governance)
Justice and human rights	Restoration of the rule of law through the strengthening of the civilian police force, the custodial corps and the judiciary	Functional capacities of the judiciary re-established through training, rehabilitation and support to the legal faculties of universities; capacity of law-enforcement officials for protection of human rights strengthened through police reform, rehabilitation of selected police stations, provision of equipment and training			Regular resources: 750,000 Other resources: 922,266 (trust fund) 1,461,145 (cost sharing)

National priority or goal (Millennium Development Goal and/or other international conference commitment): **Crisis prevention and recovery** Intended UNDAF outcome: Not applicable (no UNDAF in Somalia)					
Programme component	**Country programme outcomes, including outcome indicators, baselines and targets**	**Country programme outputs**	**Output indicators, baselines and targets**	**Role of partners**	**Indicative resources by goal (in dollars)**
Decentralization, local governance and urban/rural development	Legal and institutional environment at the local level enhanced for the participation of women and marginalized groups; accountability and transparency improved	Review of existing legal and regulatory frameworks undertaken in selected ministries and urban management systems strengthened through urban law reform and land management and property registration			Regular resources: 400,000 Other resources: 400,000 (cost sharing) 60,000 (thematic trust fund for ICT) 200,000 (World Bank/ LICUS)
Recovery	Sustainable reintegration of war-affected populations and their empowerment in sustaining the recovery process through multi-sector frameworks and sector-specific programmes	Livelihoods of returnees and internally displaced persons improved through the provision of basic services and capacity development, and local economic development strategy formulated and promoted within the target population			Regular resources: 850,000 Other resources: 1,212,000 (cost sharing)

National priority or goal (Millennium Development Goal and/or other international conference commitment): Responding to HIV/AIDS Intended UNDAF outcome: Not applicable (no UNDAF in Somalia)					
Small arms reduction, disarmament and demobilization	Comprehensive strategies and legal frameworks in place for the reduction of small arms and light weapons developed through advocacy and programmes	Civilian-held weapons registration process and legislation developed, and working environment for disarmament, demobilization and reintegration established			Regular resources: Other resources: 1,376,362 (thematic trust fund for crisis prevention and recovery)
Mine action	National capacity for mine action coordinated and civil response expanded to unexploded ordnance in communities; sustainable integrated mine action programmes developed and managed	Somaliland and Puntland mine action centres built and equipped explosive ordnance disposal teams trained and equipped			Regular resources: 150,000 Other resources: 1,130,272 (trust fund) 134,886 (thematic trust fund)
Development planning, implementation and HIV/AIDS response	HIV/AIDS strategic framework and action plans formulated and implemented to ensure an efficient response in a conflict context	Resources mobilized and strategy documents promoted for the implementation of the UNDP-supported response			Regular resources: 100,000 Other resources: 742,000 (World Bank/ LICUS)